

June 1, 1989

CROSS-BORDER HUMANITARIAN ASSISTANCE PROGRAM

The Cross-Border Humanitarian Assistance Program (CBHA) was created by Congress in 1985 to provide humanitarian assistance to war-affected Afghanistan. Responding to the devastation brought about by the Soviet occupation and nearly ten years of war, the program enjoys strong administration and bipartisan Congressional support as evidenced by its exponential growth. Funding has increased from an initial \$8 million in Fiscal Year (FY) 1985 to more than \$100 million in FY 1989. The program is administered by the U.S. Agency for International Development's (A.I.D.) Office of the A.I.D. Representative for Afghanistan Affairs (AID/Rep). The CBHA uses funding from four main sources: (1) A.I.D. economic assistance funds -- both Development Assistance (DA) and Economic Support Funds (ESF); (2) P.L. 480 Title II agricultural commodities grants; (3) Department of Defense Afghan Humanitarian Relief excess non-lethal commodities and transportation funds; (4) and, in FY 1989, State Department Emergency Refugee and Migration Account (ERMA) funds. The CBHA is a separate and distinct program from the U.S. Government's humanitarian assistance to refugees in Pakistan, which is the responsibility of the Department of State, and from the A.I.D. program for Pakistan.

The war has taken a very high toll on Afghanistan's pre-war population of approximately 15 million. There are now (with new refugees continuing to arrive from Jalalabad and Kabul) an estimated five million refugees relocated in Pakistan and Iran, an internal displacement of an additional two million, over one million killed, and countless hundreds of thousands injured, maimed, crippled, widowed, and orphaned.

Afghanistan's agriculture, health, and education sectors, for which there was substantial bilateral and multi-lateral assistance from many sources before 1978, have been devastated over the past decade. Agricultural production has shrunk to a level estimated to be as low as fifty percent of the pre-war level. Declines are attributed to the neglect and destruction of irrigation systems and agricultural lands, the widespread loss of draft animals, labor shortages, and the lack of agricultural supplies such as fertilizer and quality seed.

Rural health care became almost nonexistent, both in terms of numbers of trained technicians and resources. Recent data indicate that Afghanistan has one of the highest infant mortality rates in the world at 183 per 1,000 live births. Moreover, life expectancy at birth is only 39 years, compared to 57 years in neighboring Iran and 54 years in Pakistan.

The education system was yet another victim of the war. Pre-war statistics indicate a maximum 12 percent literacy rate for both men and women. This has worsened because the vast majority of young people have received no education over the past ten years. Education which has occurred has been of marginal quality, conducted with limited human and material resources. Higher education barely exists. Kabul University's engineering and agriculture laboratories have been stripped and most of the trained faculty and staff have fled to the West or been killed.

These three sectors, plus relief assistance, are those upon which the CBHA has focused its efforts in liberated areas of Afghanistan and where the United States Government is far and away the lead donor. The Government of Pakistan has also contributed significantly to the program's success through its cooperation, administration, and logistic support, plus provision of relief supplies.

The actual implementation of the CBHA program is conducted by U.S. contract organizations and private voluntary organizations (PVOs) in cooperation with Afghans. Working with the professional committees of Afghan mujahideen's Seven-Party Alliance in Peshawar, Pakistan, and, more recently the Afghan Interim Government (A.I.G.), the CBHA has helped create and develop viable Afghan institutions for agriculture, health, and education as well as effective Afghan mechanisms for the delivery of food and other commodities. Strengthening indigenous Afghan capabilities is important for the long-term objective of establishing an independent and self-governing Afghanistan.

Much has been accomplished in the short life of the CBHA. Through FY 1989, over a quarter of a billion dollars will have been committed for delivery of agriculture, health, and primary education services as well as food and other essential commodities to targeted regions in Afghanistan. Major results as of June 1, 1989 are:

- 1,264 basic health workers have been trained, 889 health facilities in 27 provinces have been established, and 500 tons of medical supplies have been shipped into Afghanistan

- 1,021 schools are serving 105,000 students, 1684 primary school kits have been prepared as well as 500,000 textbooks printed, 196 district directors have been trained, and over 29,000 mujahideen have attended literacy classes.

- foodpacks for 28 million meals have been provided, about 135,000 metric tons of PL 480 wheat have been delivered, partly through 700 truckloads (using U.S. supplied trucks) in 37 convoys.

- 300 irrigation schemes have been cleaned and repaired, nearly 200 tons of seed and 10,000 tons of fertilizer have been provided, and 400 kilometers of road have been built or repaired .

- over 700 wounded Afghans have been treated in the U.S. and 15 other countries through the Afghan Humanitarian Relief program, and 72 DOD and commercial flights have brought tons of non-lethal surplus DOD equipment and PVO donated commodities.

- over 8,000 Afghans financed by A.I.D. are working to provide humanitarian assistance to their country.

With the February 15, 1989 completion of the Soviet withdrawal from Afghanistan and the formation of the Afghan Interim Government, the focus of the program has expanded beyond humanitarian assistance to providing

selective support for the interim government (i.e., close non-political, collaboration with functioning and capable ministries such as Health, Education, and Agriculture, and Finance)) and preparing for the resettlement of millions of returning refugees and displaced persons. The U.S. is particularly interested in ensuring that conditions inside Afghanistan are secure and free from mines and that the existing and returning populations will be able to sustain themselves and begin the enormous task of rebuilding a nation.

This task is so great that no single donor nation alone can provide the resources required; the need for this extraordinary level of assistance and cooperation requires an international effort led by the United Nations as well as continued US assistance and other bilateral resources. Prince Sadruddin Aga Khan was named Coordinator for Humanitarian and Economic Assistance Programs Relating to Afghanistan in May, 1988. Under his "Operation Salam" program, he has the task of coordinating Afghan programs of all UN agencies and donor countries, and is seeking contributions of commodities and cash through the UN. Initial UN efforts have focused on mine clearance training and awareness, assisted by army teams from the U.S. and other countries. In addition to the CBHA program, the U.S.G. is supporting this UN effort.

The U.S. will continue to support humanitarian assistance to Afghanistan. The anticipated FY 1991 budget request for the CBHA program reflects a further increase over that of FY 1990. Attached is a brief description of the CBHA projects and programs and a summary of outlays to date.

Project/Program Descriptions

Health Sector Assistance. The Health Sector Support Project (HSSP) is implementing a training program for basic health workers, and setting up a three-tier medical system of first aid stations, clinics and district hospitals inside Afghanistan. An A.I.D.-funded firm, Management Sciences for Health (MSH), provides technical assistance through the Alliance Health Committee (AHC) of the Seven-party Alliance and now works through the Afghan Interim Government's (AIG) Ministry of Health.

Education Sector Assistance. The Education Sector Support Project (ESSP) finances the Education Center for Afghanistan which provides direct support (textbooks, supplies, teachers training and stipends) to Afghan primary education, literacy training for mujahideen and provides some non-degree technical training in the U.S. Implementation began through the Education Council of the Seven-party Alliance which is now incorporated into the AIG's Ministry of Education, with A.I.D.-financed technical assistance from the University of Nebraska at Omaha (UNO) Center for Afghanistan Studies.

Agriculture Sector Assistance. The Agriculture Sector Support Project (ASSP) works to provide resources in support of increased agricultural productivity in Afghanistan. A variety of delivery mechanisms have been established to deliver agricultural goods and equipment and to provide for rehabilitation of war-damaged water systems and agricultural infrastructure. An A.I.D.-funded contractor, Volunteers in Technical Assistance (VITA), is helping to implement the project. The ASSP will soon begin a new agribusiness component, budgeted at \$33 million, to improve the delivery of scarce agricultural inputs through private sector channels.

Commodity Export. The Commodity Export Program provides humanitarian commodities and related procurement and logistical services to support Afghans remaining in their country. More recently, a trucking transportation system has been developed for delivery of humanitarian goods inside Afghanistan, including a system of resource allocation to the Afghan parties. The current A.I.D.-financed contractor, RONCO Corporation, helps furnish a wide range of basic humanitarian goods, such as food and clothing. A separate activity located at an animal holding facility has provided training for mule handlers, in an effort to expand the transportation system by providing pack animals in addition to trucks. The Afghan Construction and Logistics Unit (ACLU) operates a fleet of more than 100 AID-donated trucks as well as heavy equipment used in the repair of roads and bridges. A newly selected contractor, Construction Control Services Corporation (CCSC), is providing technical assistance to ACLU.

PVO Co-financing and Rural Assistance. A.I.D. finances 17 private voluntary organization (PVOs) from seven countries through two separate projects: the PVO Co-financing and the Rural Assistance Projects. Through the former, A.I.D. funds PVOs in the health sector, both for direct provision of health services inside Afghanistan by expatriate and Afghan staff, and through training of Afghan health services providers at all levels. Other PVO co-financed activities under this project have included food aid, education and agricultural production.

The Rural Assistance Project was designed to encourage PVOs who were distributing cash-for-food to move into activities that are more development-oriented and with an agricultural production bias. The project is administered by the International Rescue Committee (IRC).

Afghan Humanitarian Relief. Department of Defense (DOD) funds are used "for the purpose of providing transportation and commodities for humanitarian relief for persons displaced or who are refugees because of the invasion of Afghanistan by the Soviet Union." (Sector 305 of PL 99-145). Surplus DOD and donated or project-financed humanitarian supplies are flown to Pakistan by the U.S. Air Force and commercially, and then transported overland for use by war-affected Afghans. Airlifts of war-wounded Afghans to U.S. and third countries for medical treatment are also financed with these funds. The medical services are donated by U.S. and European specialist and medical institutions. The Intergovernmental Committee on Migration (ICM) manages the latter element of the humanitarian relief effort.

P.L. 480, Title II. The objective of the P.L. 480 Title II program "Emergency Food Relief of War-affected Afghans" is making a continuing contribution to relieving the plight of war-affected Afghans by ensuring that food stocks are readily available. These grants, in addition to providing actual food commodities, include funds in partial support of the costs incurred by the Government of Pakistan and Afghan organizations in transporting the commodities. An initial food-for-work program to be implemented by CARE is also being supported.

Technical Services and Support. This project provides funds needed to identify, develop, evaluate and support the above projects, including technical advisory services.

U.S. Government Afghanistan Programs
(\$ millions)

Summary of USG Afghan Program

| | FY 1985 ^{1/} | FY 1986 | FY 1987 | FY 1988 | FY 1989 | Planned FY 1990 |
|-------------------------------|-----------------------|--------------|--------------|---------------------|---------------|---------------------------|
| BILATERAL | 3.9 | 33.6 | 40.4 | 73.3 | 111.07 | 97.0 |
| Cross-Border Program | 3.9 | 18.9 | 29.9 | 45.0 | 68.0 | 70.0 |
| Health Sector | -- | (3.5) | (5.0) | (7.2) | (13.75) | (15.0) |
| Education Sector | -- | (1.1) | (3.0) | (6.35) | (7.0) | (8.0) |
| Agriculture Sector | -- | (0.6) | (1.5) | (4.5) | (14.8) | (18.0) |
| Commodity Support | -- | (3.8) | (10.1) | (16.2) | (17.7) | (14.0) |
| PVO Co-Financing | (3.9) | (9.4) | (9.1) | (6.6) | (7.0) | (7.0) |
| Rural Sector | -- | -- | -- | (3.0) | (7.0) | (7.0) |
| USIA Afghan Media | -- | -- | (0.6) | -- | -- | -- |
| Tech Services/Support | -- | (0.5) | (0.6) | (1.2) | (0.8) | (1.0) |
| PL 480 Title II | -- | 10.9 | 4.7 | 18.0 | 33.07 | 17.03^{3/} |
| Commodity | -- | (8.9) | (2.6) | (7.5) | (20.29) | |
| Ocean Freight | -- | (2.0) | (2.1) | (4.5) | (6.78) | |
| Internal Transport | -- | -- | -- | (6.0) | (6.0) | |
| McCollum Program | -- | 3.8 | 5.8 | 10.3 | 10.0 | 10.0 |
| Patients & Other A.I.D. Costs | -- | (0.3) | (2.0) | (2.8) | (2.5) | |
| Trans. & Other DOD Costs | -- | (3.5) | (3.8) | (7.5) | (7.5) | |
| MULTILATERAL | 67.8 | 49.55 | 67.9 | 68.7 | 63.05 | 80.00 |
| Refugee Programs in Pakistan | 67.8 | 49.55 | 67.9 | 68.7 | 43.8 | 54.0 |
| UNHCR | (22.0) | (18.97) | (21.6) | (16.0) | (20.0) | (17.0) |
| WFP | (40.2) | (25.28) | (37.5) | (33.0) | (18.3) | (35.0) |
| Volags and Other | (5.6) | (5.30) | (8.8) | (3.0) | (5.5) | (2.0) |
| Response to UN Appeal of 6/88 | -- | -- | -- | 16.72 ^{2/} | -- | -- |
| WFP Cross-Border Food | -- | -- | -- | -- | 14.75 | |
| Other UN | | | | | | |
| Mine Clearing | -- | -- | -- | -- | 2.0 | 10.0 |
| Coordinator's Trust Fund | -- | -- | -- | -- | 2.5 | 16.0 |
| GRAND TOTAL | 71.7 | 83.15 | 108.2 | 142.0 | 174.12 | 177.00 |

^{1/} \$8 million was made available in FY 1985; \$4.088 million of which was carried over into FY 1986.

^{2/} 80,000 MT of wheat and 3,000 MT of non-fat dried milk was approved in FY 88 as an advance against the U.S. Government's FY 89 pledge to the WFP food program for refugees in Pakistan.

^{3/} Would have to come from PL 480 reserve.

^{4/} This includes \$70 million in both FY 1990 and 1991 from the regular A.I.D. budget.

DATE ISSUED: 6/5/89